

Message Text

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INFO AMEMBASSY BELGRADE

AMEMBASSY OTTAWA

C O N F I D E N T I A L SECTION 01 OF 03 NATO 06868

E.O.11652: GDS

TAGS: NATO, PFOR, CSCE, CA

SUBJECT: CSCE/CBMS: CANADIAN PAPER ON CBMS PREPARATION FOR
BELGRADE

REF: USNATO 6817

1. THERE FOLLOWS THE TEXT OF A PAPER CIRCULATED BY THE
CANADIAN POLAD ON CBMS PREPARATIONS FOR BELGRADE. COVERING
NOTE STATES THAT CANADIANS ARE INTERESTED IN IMPROVING CBMS
IMPLEMENTATION BUT DO NOT FORESEE SIGNIFICANT CHANGES IN
EXISTING PROVISIONS; THEY BELIEVE EASTERN EUROPEAN IMPL-
MENTATION BEYOND THE MINIMUM REQUIRED BY THE FINAL ACT CAN
BEST BE ENCOURAGED BY CONCENTRATING ON IMPROVING PERFORM-
ANCE ON THE DISCRETIONARY PROVISIONS RATHER THAN ATTEMPTING
AT THIS STAGE TO BROADEN THE CBMS PROVISIONS.

2. CANADIAN PAPER ON CBMS FOLLOWS SAME FORMAT AS CANADIAN
PAPER FOR POLADS WORK ON HUMAN RIGHTS (REFTEL).

3.

BEGIN TEXT:

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CSCE-PREPARATIONS FOR THE BELGRADE REVIEW MEETINGS
CBMS - CONFIDENCE-BUILDING MEASURES

THEME (OBJECTIVE)

- ONE OF THE MAIN AIMS OF THE PROVISIONS OF THE

HELSINKI FINAL ACT IS TO STRENGTHEN CONFIDENCE AMONG PARTICIPATING STATES THROUGH GREATER OPENNESS IN MILITARY ACTIVITIES. CERTAIN CONFIDENCE-BUILDING MEASURES, SOME ASPECTS OF WHICH ARE MANDATORY AND SOME DISCRETIONARY, TO ACHIEVE THIS GREATER OPENNESS HAVE BEEN PRESCRIBED IN THE FINAL ACT, AND PROVISION HAS ALSO BEEN MADE FOR DEVELOPING AND ENLARGING THESE MEASURES ON THE BASIS OF EXPERIENCED GAINED. A MEANINGFUL IMPLEMENTATION OF THESE MEASURES CANNOT BE CONFINED TO MINIMAL COMPLIANCE WITH THE MANDATORY PROVISIONS ONLY.

ARGUMENTS

- CBMS REQUIRE STATES TO TAKE CERTAIN POSITIVE ACTIONS WHICH, WHILE POLITICAL IN NATURE IN THE SENSE THAT THEY ARE DIRECTED TOWARDS OVERCOMING DISTRUST AND INCREASING CONFIDENCE, ARE NEVERTHELESS DIRECTLY RELATED TO MILITARY ACTIVITIES.

- IN THE CASE OF MAJOR MANEUVERS, A STATE'S REAL INTEREST IN CBMS CAN BE ASSESSED NOT MERELY BY ITS ADHERENCE TO THE STRICT PROVISOS CONCERNING THRESHOLD (25,000) AND AREA, BUT ALSO BY ITS WILLINGNESS TO DO MORE THAN THE MERE MINIMUM REQUIRED, FOR EXAMPLE, BY INCLUSION IN THE NOTICE ITSELF OF "OTHER RELEVANT INFORMATION" AND CONFIDENTIAL

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THE ISSUANCE OF NOTICE MORE THAN 21 DAYS IN ADVANCE.

- AS FOR THE NOTIFICATION OF "SMALLER SCALE" MANEUVERS WHICH IS ENCOURAGED (I. E., THOSE FALLING BELOW THE 25,000-MAN THRESHOLD) AS WELL AS "OTHER MILITARY MANEUVERS", THE SERIOUSNESS OF A PARTICIPATING STATE'S ATTITUDE TOWARDS THE GOALS SET OUT IN THE FINAL ACT CAN BE JUDGED BY WHETHER SMALLER SCALE NOTIFICATIONS HAVE BEEN MADE AND, IF SO, IN WHAT MANNER. LAST MINUTE VERBAL NOTIFICATIONS, WHILE NOT PROHIBITED BY THE FINAL ACT, ARE NOT CONSISTENT WITH THE WHOLE OBJECTIVE OF INCREASING CONFIDENCE.

- WHILE INDIVIDUAL HOSTS MAY DETERMINE "PROCEDURES AND CONDITIONS" OF OBSERVATION, THE DEGREE TO WHICH THEY ENABLE OBSERVERS TO CARRY OUT THEIR TASKS EFFECTIVELY, AND THE STANDARDS THAT ARE SET BY VARIOUS STATES ARE THE PRIME CRITERIA FOR ASSESSING HOW STATES HAVE IMPLEMENTED THIS CBM AND TO WHAT EXTENT THEY INTEND TO CONTRIBUTE TO THE EFFECTIVENESS OF THE CBMS.

- ACCEPTANCE OF INVITATIONS TO SEND OBSERVERS, WHILE NOT EXPLICITLY MENTIONED IN THE FINAL ACT, IS IMPLICIT AND INDICATES A STATE'S ATTITUDE TOWARDS THE PROMOTION OF CON-

TACTS AND MUTUAL UNDERSTANDING.

- ALTHOUGH POSSIBLE NOTIFICATION OF MAJOR MILITARY
MOVEMENTS IS ALSO INCLUDED IN THE FINAL ACT THERE IS NO
STRONG ENCOURAGEMENT FOR EXECUTIVE OF THIS IDEA. NEVER-
THELESS, A STATE'S PERFORMANCE CAN BE JUDGED IN TWO WAYS:

(2) WHETHER OR NOT A SEPARATE NOTICE WAS GIVEN, (WHICH IN
FACT HAS NOT TAKEN PLACE IN THE CASE OF ANY STATE) AND,

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(B) WHETHER OR NOT INFORMATION REGARDING MOVEMENTS OF
TROOPS ASSOCIATED WITH A MANEUVER WAS GIVEN IN THE NOTI-
FICATION OF THAT MANEUVER.

AS STATES HAVE UNDERTAKEN TO GIVE FURTHER CONSIDERATION TO
THE QUESTION OF NOTIFICATION OF MILITARY MOVEMENTS IN THE
LIGHT OF EXPERIENCE GAINED BY THE IMPLEMENTATION OF THE
MEASURES SET FORTH IN THE FINAL ACT, ATTENTION NEEDS TO BE
FOCUSED ON THIS CBM PROVISION.

- STATES WILL WANT TO CONTINUE PROMOTING EXCHANGES
AMONG THEIR MILITARY PERSONNEL AS A MEANS OF DEVELOPING
BETTER MUTUAL UNDERSTANDING.

- STATES WILL ALSO WANT TO REAFFIRM THEIR UNDERTAKING
TO CONDUCT THEIR MILITARY ACTIVITIES TAKING INTO ACCOUNT
RESPECT FOR THE OBJECTIVE OF CONFIDENCE-BUILDING.

POSSIBLE IMPROVEMENTS

- THERE ARE TWO WAYS IN WHICH CBMS CAN BE IMPROVED:

(A) BY STATES UNDERTAKING TO IMPLEMENT THE DISCRETIONARY
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PROVISIONS LAID OUT IN THE FINAL ACT AND

(B) BY DEVELOPING THE CBMS FURTHER AND ENLARGING THEM AS
PROVIDED FOR IN THE FINAL ACT.

- AS FOR THE FIRST APPROACH, STATES COULD:

(A) INCREASE THE INFORMATION GIVEN IN THE CONTENT OF THE
NOTICE OF MANEUVER;

(B) NOTIFY MORE THAN 21 DAYS IN ADVANCE;

(C) NOTIFY MORE FREQUENTLY MANEUVERS THAT FALL BELOW THE
THRESHOLD OF 25,000 TROOPS;

(D) WHEN ACTING AS HOST FOR OBSERVERS, ADOPT A POLICY OF
OPENNESS TO AS GREAT AN EXTENT AS POSSIBLE, INCLUDING, IN
PARTICULAR:

--(I) PROVISION OF COMPREHENSIVE BRIEFINGS;

--(II) PROVISION OF MAPS;

--(III) PROVISION OF AMPLE OPPORTUNITIES TO OBSERVE TROOPS

- IN THE FIELD BY USE OF HELICOPTERS;

--(IV) ALLOWING PHOTOGRAPHY;

--(V) ENCOURAGING OBSERVERS TO TALK TO TROOPS PARTICIPA-

- TING IN THE EXERCISE AND THEIR OFFICERS;

(E) ACCEPT INVITATIONS TO SEND OBSERVERS WHEN RECEIVED;

(F) NOTIFY MAJOR MILITARY MOVEMENTS AS WELL AS MOVEMENTS
ASSOCIATED WITH MANEUVERS (WHICH ARE NOT SPECIFICALLY
MENTIONED IN THE FINAL ACT);

(G) CONDUCT THEIR MILITARY ACTIVITIES BEARING IN MIND THE
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OBJECTIVE OF CONFIDENCE-BUILDING;

(H) DEVELOP CLOSER CONTACTS AMONG THEIR MILITARY PERSONNEL
THROUGH EXCHANGES.

- REGARDING THE SECOND APPROACH WHICH AIMS AT DE-

VELOPING AND ENLARGING THE EXISTING CBMS, STATES COULD:

(A) LOWER THE CURRENT 25,000 TROOP THRESHOLD FOR MANDATORY PRIOR NOTIFICATION OF MILITARY MANEUVERS TO 10,000 TROOPS OR SOME HIGHER FIGURE;

(B) EXTEND THE MINIMUM TIME FRAME FOR MANDATORY NOTIFICATION OF MILITARY MANEUVERS;

(C) BROADEN THE CONTENT REQUIREMENT OF NOTICE OF MANDATORY MILITARY MANEUVERS;

(D) AMPLIFY THE PROVISIONS RELATING TO THE EXTENSION AND ACCEPTANCE OF INVITATIONS TO OBSERVE MANEUVERS;

(E) AMPLIFY THE PROVISIONS FOR THE TREATMENT OF OBSERVERS;

(F) MAKE MANDATORY ADVANCE NOTIFICATION OF MAJOR MILITARY MOVEMENTS AS WELL AS MOVEMENTS ASSOCIATED WITH MANEUVERS.

- WHILE THE SECOND APPROACH MAY BE THE IDEA TO STRIVE FOR AS FIRM EVIDENCE OF SERIOUSNESS AND GOODWILL REGARDING CBMS, WE RECOGNIZE THAT AFTER ONLY TWO YEARS' EXPERIENCE, THE PARTICIPANTS MAY NOT YET BE PREPARED TO ACCEPT SUCH A BROADENING OF THE CBMS. IN PRACTICAL TERMS, SOME OF THESE AIMS MIGHT BE ACHIEVED BY STATES AGREEING TO MAKE

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USE OF THE DISCRETIONARY CBM PROVISIONS ON A MORE REGULAR BASIS.

RESOLUTION

-
- THE PARTICIPATING STATES,
 - REAFFIRMING THEIR COMMON OBJECTIVES OF ELIMINATING THE CAUSES OF TENSION AMONG THEM, STRENGTHENING CONFIDENCE, REDUCING THE DANGER OF ARMED CONFLICT, AND PROMOTING CONTACTS AND MUTUAL UNDERSTANDING;
 - BEARING IN MIND THAT ONE OF THE MAIN AIMS OF THE FINAL ACT IS TO STRENGTHEN CONFIDENCE AMONG PARTICIPATING STATES THROUGH GREATER OPENNESS IN MILITARY ACTIVITIES;
 - NOTING THAT THE PROVISIONS OF THE FINAL ACT CONCERNING CONFIDENCE-BUILDING MEASURES CONTAIN BOTH MANDATORY AND DISCRETIONARY PROVISIONS;
 - HAVING THOROUGHLY REVIEWED THE MANNER IN WHICH THESE PROVISIONS HAVE BEEN ACTED UPON SINCE AUGUST 1, 1975;
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- NOTING VARIOUS PROVISIONS WITHIN THE FINAL ACT THAT ENCOURAGE THE FURTHER DEVELOPMENT AND ENLARGEMENT OF CBMS;
- RESOLVE:
 - (1) THAT THEY WILL NORMALLY NOTIFY MAJOR MILITARY MANOEUVRES MORE THAN 21 DAYS IN ADVANCE AND THAT NOTICE GIVEN WILL CONTAIN ADDITIONAL RELEVANT INFORMATION AS SUGGESTED IN THE FINAL ACT;
 - (2) THAT SMALLER SCALE MANOEUVRES WILL ALSO BE NOTIFIED, IN THE SAME MANNER AS MAJOR MANOEUVRES, PARTICULARLY THOSE THAT INVOLVE LESS THAN 25,000 TROOPS BUT MORE THAN (BLANK);
 - (3) THAT WHEN RECEIVING INVITED OBSERVERS AT MANOEUVRES THEY WILL BE GUIDED BY THEIR SHARED DESIRE TO GIVE THOSE OBSERVERS EVERY OPPORTUNITY TO WITNESS AND UNDERSTAND AS MUCH OF THE ACTIVITIES AS POSSIBLE, TO WHICH END THEY WILL, IN PARTICULAR,
 - (A) PROVIDE MAPS AND COMPREHENSIVE BRIEFINGS ON THE PURPOSE, SCENARIO, TERRAIN AND FORCES INVOLVED IN THE MANOEUVRE AND THE DEVELOPMENT OF THE MANOEUVRE;
 - (B) PROVIDE TRANSPORTATION, INCLUDING HELI-

- COPTERS, WITHIN THE AREA OF THE MANOEUVRE
- SO THAT OBSERVERS MAY SEE AS MUCH AS POSSIBLE;

- (C) ARRANGE FOR OBSERVERS TO TALK IN THE FIELD
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- WITH THE TROOPS AND OFFICERS PARTICIPATING;
- (D) ALLOW PHOTOGRAPHS TO BE TAKEN (WHERE SECURITY IS NOT INFRINGED);
- (4) THAT THEY WILL ACCEPT INVITATIONS RECEIVED AND SEND OBSERVERS IN ACCORDANCE WITH THE TERMS OF THE INVITATIONS;
- BEGIN BRACKET: (5) THAT THEY WILL NOTIFY MILITARY MOVEMENTS INCLUDING MILITARY MOVEMENTS ASSOCIATED WITH NOTIFIED MAJOR MILITARY MANOEUVRES
- END BRACKET;
- (6) THAT WHEN CONDUCTING THEIR MILITARY ACTIVITIES THEY WILL BEAR IN MIND THE OBJECTIVE OF CONFIDENCE-BUILDING;
- (7) THAT THEY WILL CONTINUE TO DEVELOP CLOSER CONTACTS AMONG THEIR MILITARY PERSONNEL THROUGH EXCHANGES. END TEXT. BENNETT

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